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ABSTRACT

Contained in this letter is a survey of Department of Defense full-time, fully funded graduate and undergraduate education programs for which over $170 million was spent in fiscal year 1973. Each military service has a program in which officers are selected to attend accredited civilian institutions or military-operated postgraduate schools as full-time students. The officers selected pursue courses lending to a master's or doctorate degree while receiving full pay and allowances, tuition, travel, books, and other related expenses. Although the overall ratio of officers with doctorates to validated positions did not appear to be excessive, there were imbalances in the ratios in certain disciplines. In conclusion the services are not adequately controlling participation in the graduate education programs. The Army and Navy are permitting officers to enroll in disciplines having no validated requirements or in disciplines where there is a sufficient number of officers with advanced degrees already available. Statistical tables related to the text are included. (Author/PG)

UNITED STATES GENERAL ACCOUNTING OFFICE
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FEDERAL PERSONNEL AND COMPENSATION DIVISION

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MAR 6 1974

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The Honorable
The Secretary of Defense

Dear Mr. Secretary:

We surveyed DOD's full-time, fully funded graduate and undergraduate education programs for which over $170 million was spent in fiscal year 1973.

In the graduate education area, officers were enrolled in disciplines for which there was no validated requirement or for which a sufficient inventory of officers with advanced degrees already existed. Conversely, shortages of officers with advanced degrees existed in other diciplines, and in some cases positions validated as requiring an advanced degree were being filled by officers without such degrees.

In the undergraduate education area, the Navy was using its enlisted man's program to satisfy its enlisted personnel's educational aspirations rather than to fill job requirements.

DOD's FULL-TIME, FULLY FUNDED GRADUATE EDUCATION PROGRAMS

Each military service has a program in which officers are selected to attend accredited civilian institutions or military-operated post-graduate schools as full-time students. The officers selected pursue courses leading to a master's or doctorate degree while receiving full pay and allowances, tuition, travel, books, and other related expenses. In fiscal year 1973 DOD spent about $111 million on this program.

DOD Directive 1322.10, "Policy on Graduate Education of Military Officers", dated March 27, 1971, provides guidance for the fully funded graduate education program. The

directive requires that the fully funded program be used to educate officers to fill validated positions. A validated position is one which a competent authority has formally reviewed and certified as requiring the incumbent to have an advanced degree.

As of June 30, 1973, DOD had 24,452 validated positions and 40,052 officers with graduate degrees acquired either before or during military service.

Each service has established a desired ratio of officers with advanced degrees (inventory) to validated positions, as shown below.

Service	Officers with advanced degrees (inventory)	Validated positions	Present ratio	Desired ratio
Army	10,877	6,916	1.57 to 1	2.40 to 1
Navy	9,392	5,305	1.77 to 1	2.50 to 1
Air Force	18,628	11,754	1.58 to 1	1.50 to 1
Marine Corps	1,155	477	2.42 to 1	2.40 to 1
Total	40,052	24,452		

The present ratio of inventory to validated positions for each service does not appear excessive. However, when we compared ratios of inventory to validated positions on a rank and discipline basis, we noted both excesses and shortages, particularly in the Navy Doctorate and Army Master's Degree Programs.

Imbalances in the Navy Doctorate Program

As of June 30, 1973, the Navy had 71 validated positions for officers with doctorates in various disciplines. At that time 202 Navy officers had doctorates, 154 of which had been obtained through the Navy-funded Graduate Education Program.

Although the overall ratio of officers with doctorates to valiated positions did not appear to be excessive, we noted imbalances in the ratios in certain diciplines. The Navy was oversubscribed in such disciplines as oceanography and material support management but was undersubscribed in financial management. (See enc. I.)

Oceanography

Despite the fact there are no validated positions for officers with doctorates in oceanography, 10 Navy officers have obtained doctorates in this discipline through the fully funded program and 1 officer is presently enrolled for this degree.

Material support management

In this discipline, the Navy has a validated requirement for 1 officer--a commander--with a doctorate and has an inventory of 14 officers who obtained their doctorates through the fully funded program. There are also three officers obtaining doctorates in this discipline, one of which is a captain--a rank too high to occupy the validated position.

Financial management

In contrast to the above oversubscribed disciplines, we noted a shortage of officers with doctorates in the financial management discipline. The Navy has five validated positions for officers with doctorates in this area but has an inventory of only five--two of which are not usable because of rank--and has not enrolled anyone in a doctorate program in that discipline in fiscal years 1972, 1973, or 1974.

Navy comments

A navy official said that, in selecting officers to attend graduate school, the Navy tried to match qualified officers to requirements. However, some outstanding, highly qualified officers, in the Navy's opinion, should receive

graduate training even though they do not meet requirements because of their rank or subspecialty code. The Navy feels the return it will receive from these officers will more than justify the cost of educating them.

Imbalances in the Army Master's Degree Program

The Army Master's Degree Program also showed an abundance of officers with advanced degrees in certain disciplines and a shortage in others. Several disciplines had a ratio of officers with advanced degrees to validated positions of 10 to 1 or greater. Conversely, officers who did not possess advanced degrees held 23 percent of the Army's validated positions ever though the Army certified that such degrees were necessary for optimum performance in these positions.

Enclosure II provides details on several of the disciplines with surpluses or shortages.

Education, general

There were 107 validated positions in this discipline and 631 officers with advanced degrees in the inventory, a ratio of 6 to 1. In addition, six officers are presently enrolled in the fully funded program to obtain master's degrees in this area.

Business administration

There is a 14 to 1 ratio of officers with master's degrees in business administration to validated positions--1,410 officers and 101 validated positions. An additional 35 officers are obtaining advanced degrees in this discipline in the fully funded program.

The above disciplines represent the surpluses we noted. The imbalances in two other disciplines, however, are extreme; the foreign affairs and government, civil disciplines

have ratios of 76 to 1 and 73 to 1, respectively. Each has a validated requirement for only one colonel with a master's degree. The inventory of degree holders is 76 officers in foreign affairs and 78 officers in government, civil. The Army enrolled one officer in each discipline in fiscal year 1973.

Management, research

The management, research discipline has a validated need for eight officers with advanced degrees. However, there are only three officers with such degrees in the inventory and there were no enrollees in the fully funded program for fiscal year 1973 to obtain degrees in this discipline.

Engineer, nuclear effects

There is a validated need for 32 officers in the engineer, nuclear effects discipline but there are only 28 officers with such degrees in the inventory. No officers were enrolled in the fiscal year 1973 program to obtain a degree in this discipline.

Army comments

Army program officials agreed that certain disciplines were oversubscribed and new inputs probably should not have been made. One reason for a discipline becoming oversubscribed was that officers participating in the partially funded "Bootstrap" graduate education program were not restricted as to the discipline they could pursue. Under Bootstrap, the services pay for salary and allowances and the officer pays for the cost of the education. The officer attends school full time under the program. Since the enrollments were not controlled, some disciplines became oversubscribed because officers were entering the inventory in those diciplines from the fully funded and partially funded programs. Program officials indicated that steps were being taken to correct this situation. In the future, the participants from

the partially funded program will be managed the same as the participants in the fully funded program.

Conclusion

The services are not adequately controlling participation in the full-time, fully funded graduate education program. The Army and Navy are permitting officers to enroll in disciplines having no validated requirements or having excesses of officers with advanced degrees compared with requirements for such degrees.

Recommendation

We recommend that the Secretary of Defense direct the services to establish controls limiting officer assignments in the full-time graduate education programs to those disciplines where shortages exist. The services should not be permitted to enroll officers when there is no requirement for the advanced degree or when an excess of officers already exists.

FULL-TIME, FULLY FUNDED UNDERGRADUATE EDUCATION PROGRAMS

Each service has established full-time, fully funded undergraduate education programs for officers and enlisted personnel. For fiscal year 1973 the estimated cost of these programs was $60 million, excluding officer-commissioning programs.

The services having undergraduate programs for officers justify those programs on the basis of meeting the education objective that all officers possess an undergraduate degree. However, we noted differences among the services in their justifications for having fully funded programs for enlisted men.

The Army indicated its enlisted man's program is used to satisfy its requirements for college-trained men in specific billets. In fiscal year 1973, the Army had programed 122 man-years costing $1.1 million for its program. On the other hand, the Navy stated its program provided an opportunity for career enlisted men to further their educational aspirations. The Navy said there were no enlisted billets requiring the incumbent to have an associate or bachelor's degree. In fiscal year 1973 the Navy planned to have over 1,700 participants in its program, at a cost of $21 million. The Navy has increased this program in fiscal year 1974 to over 2,800 students, at a cost of about $27 million.

The fully funded graduate education programs are restricted by DOD Directive 1322.10 to satisfying validated requirements, and we believe the enlisted undergraduate degree program should be similarly restricted.

According to an Office of the Assistant Secretary of Defense (Manpower and Reserve Affairs) representative, there is no DOD directive setting forth a common policy for the fully funded enlisted man's undergraduate degree program. Therefore, each service has established its own regulations. The Army uses its program to fill specific billets and the Navy uses it program for other purposes.

The Navy justifies the educational benefits as one of many features to attract and retain personnel. Other programs authorized by the Congress to keep personnel include the regular and variable reenlistment bonuses, shortage specialty proficiency pay, and special pay for selected groups associated with the submarine service.

We believe enlisted personnel have the opportunity to satisfy their education aspirations without attending college on a full-time, fully funded basis. Each service provides tuition assistance to personnel desiring to take college courses after duty hours. Service personnel are

given the opportunity to get a college degree through a Serviceman's Opportunity College. Under this plan, enlisted men and women regardless of their location can obtain a college degree from a participating community college, junior college, or technical institute. The students take these college courses after duty hours. Furthermore, other less costly programs are available to the services to attract and retain personnel.

Recommendation

We recommend that the Secretary of Defense, in view of the opportunities available to satisfy educational goals and aspirations of enlisted personnel through other channels, establish a common policy for all services restricting the use of fully funded education programs to satisfying specific needs of the services.

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We are sending copies of this report to the Secretaries of the Army, Navy, and Air Force; the Director, Office of Management and Budget; and the Chairmen, House and Senate Committees on Appropriations, Armed Services, and Government Operations.

Sincerely yours,

Forrest R. Browne
Director

Enclosures - 2

ENCLOSURE I

NAVY DOCTORATE

REQUIREMENTS, INVENTORY, AND ENROLLMENTS

IN DISCIPLINES WHERE SURPLUSES EXIST

AS OF JUNE 30, 1973

	Rank			
	Lt.	Lt. Comdr.	Comdr.	Capt.
Oceanography/8710D Subspecialty Code:				
Requirement	0	0	0	0
Inventory	0	7	4	0
Enrolled	0	1	0	0
Material Support Management/9100D Subspecialty Code:				
Requirement	0	0	1	0
Inventory	0	5	7	2
Enrolled	0	2	0	1

NAVY DOCTORATE

REQUIREMENTS, INVENTORY, AND ENROLLMENT

IN DISCIPLINES WHERE SHORTAGES EXIST

AS OF JUNE 30, 1973

	Rank			
	Lt.	Lt. Comdr.	Comdr.	Capt.
Financial Management/9410D:				
Requirement	0	0	4	1
Inventory	2	0	0	3
Enrolled	0	0	0	0

ENCLOSURE II

ARMY MASTER'S DEGREE

REQUIREMENTS, INVENTORY AND ENROLLMENTS

IN DISCIPLINES WHERE EXCESSES EXIST

AS OF JUNE 30, 1973

	Rank			
	Capt. (note a)	Major	Lt. Col.	Col.
Education, General:				
Requirement	8	27	44	28
Inventory	84	231	240	76
Enrolled	2	3	1	0
Business Administration:				
Requirement	3	34	51	13
Inventory	167	379	519	345
Enrolled	22	11	2	0
Management, General:				
Requirement	0	9	29	34
Inventory	43	108	123	114
Enrolled	6	2	0	0
Foreign Affairs:				
Requirement	0	0	0	1
Inventory	5	18	37	16
Enrolled	1	0	0	0
Government, Civil:				
Requirement	0	0	0	1
Inventory	10	21	31	16
Enrolled	0	1	0	0

[a]Also includes 1st and 2d Lts.

ENCLOSURE II

ARMY MASTER'S DEGREE

REQUIREMENTS, INVENTORY, AND ENROLLMENTS

IN DISCIPLINES WHERE SHORTAGES EXIST

AS OF JUNE 30, 1973

	Rank			
	Capt. (note a)	Major	Lt. Col.	Col.
Management, Research Program:				
Requirement	0	1	4	3
Inventory	0	2	0	1
Enrolled fiscal year 1973	0	0	0	0
Engineer, Nuclear Effects:				
Requirement	1	11	18	2
Inventory	2	6	9	8
Enrolled	0	0	0	0

[a]Also includes 1st and 2d Lts.